

Message Text

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PAGE 01 TRIPOL 00594 01 OF 02 051510Z
ACTION IO-13

INFO OCT-01 AF-10 NEA-10 ISO-00 CIAE-00 COME-00 EB-07
INR-07 LAB-04 NSAE-00 SIL-01 OIC-02 AID-05 DHA-02
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R 051406Z MAY 77
FM AMEMBASSY TRIPOLI
TO SECSTATE WASHDC 4340
INFO AMEMBASSY ABIDJAN
AMEMBASSY ACCRA
AMEMBASSY ALGIERS
AMEMBASSY CAIRO
AMEMBASSY DAKAR
AMEMBASSY DARESSALAAM
AMEMBASSY FREETOWN
USMISSION GENEVA
AMEMBASSY KHARTOUM
AMEMBASSY KINSHASA
AMEMBASSY LAGOS
AMEMBASSY LUSAKA
AMEMBASSY MONROVIA
AMEMBASSY NAIROBI
USMISSION USUN NEW YORK
AMEMBASSY RABAT
AMEMBASSY TEL AVIV
AMEMBASSY TUNIS

C O N F I D E N T I A L SECTION 1 OF 2 TRIPOLI 0594

DEPT PASS IO FOR PALMER; SIL DOR DALE GOOD
DEPT PASS LABOR FOR SAMUELS, HOROWITZ, QUACKENBUSH, AVERY
AND LINSENMEYER

E.O. 11652: GDS
TAGS: ILO, ELAB, LY, XA
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PAGE 02 TRIPOL 00594 01 OF 02 051510Z

SUBJ: OBSERVATIONS ON AFRICAN LABOR MINISTERS' CONFERENCE

REF: TRIPOLI 569; TRIPOLI 558

THE CREATION OF AN AFRICAN LABOR ORGANIZATION

THE QUESTION OF THE CREATION OF AN AFRICAN LABOR

ORGANIZATION WAS NOT RESOLVED DURING THE AFRICAN LABOR MINISTERS' CONFERENCE. YET, THE COMPOSITION OF THE STUDY GROUP WHICH WILL MAKE A FINAL RECOMMENDATION ON ITS CREATION SUGGESTS THAT THE GROUP WILL ENDORSE ITS CREATION. THE GROUP, CHAIRED BY LIBYA, CONSISTS OF NIGERIA, GUINEA, ZAIRE, CENTRAL AFRICAN EMPIRE, ZAMBIA, MOZAMBIQUE, ALGERIA, TUNISIA, KENYA AND MAURITIUS. THE TENOR OF DEBATES WITNESSED BY EMBASSY LABOR REPORTING OFFICER INDICATES THAT GUINEA, CENTRAL AFRICAN EMPIRE, MOZAMBIQUE, ALGERIA AND LIBYA ARE IN FAVOR OF ITS CREATION. ZAMBIA AND MAURITIUS ARE OPPOSED TO THE IDEA OF A NEW AFRICAN ORGANIZATION. THE POSITIONS OF KENYA AND NIGERIA REMAIN UNDETERMINED.

LIBYA WILL UNDOUBTEDLY MAKE EVERY EFFORT TO PERSUADE THE RELUCTANT DELEGATES FROM MAURITIUS AND ZAMBIA TO AGREE TO ITS CREATION LIBYA ORIGINALLY PROPOSED THE CREATION OF AN AFRICAN LABOR ORGANIZATION IN THE MARCH 1974 LABOR MINISTERS' CONFERENCE HELD IN CONAKRY, GUINEA. THE LIBYANS WILL PROBABLY OFFER TO FUND THE ORGANIZATION SINCE THIS ISSUE--THE INABILITY OF THE AFRICANS THEMSELVES TO FUND NOT ONLY THE ORGANIZATION BUT TECHNICAL ASSISTANCE PROJECTS IN AFRICA--WAS ONE OF THE GREATEST STUMBLING BLOCKS TO ITS ACCEPTANCE.

LIBYA'S REASON FOR PROPOSING THE CREATION OF AN AFRICAN LABOR ORGANIZATION IS QUITE CLEAR. THE LIBYAN GOVERNMENT BELIEVES THAT THE ILO IS MERELY AN INSTRUMENT OF THE "IMPERIALISTIC POLICIES OF THE
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PAGE 03 TRIPOL 00594 01 OF 02 051510Z

WEST." DURING THE MARCH 1974 AFRICAN LABOR MINISTERS' CONFERENCE, THE LIBYANS WENT AS FAR AS TO SUGGEST THAT THE AFRICANS WITHDRAW COMPLETELY FROM THE ILO. IN BOTH THE ILO AND OTHER INTERNATIONAL FORA, THE LIBYANS ARE MAKING A CONCERTED ATTEMPT TO ORGANIZE THIRD-WORLD COUNTRIES INTO A COHESIVE, NON-ALIGNED BLOCK CAPABLE OF CHALLENGING THE WEST. THE LIBYANS AGAIN PROPOSED THE CREATION OF AN AFRICAN LABOR ORGANIZATION IN ADDIS ABABA IN MAY OF 1974. THEY SUCCEEDED IN INTRODUCING THE ITEM INTO THE AGENDA OF THE OAU'S COUNCIL OF MINISTERS' TWENTY-THIRD ORDINARY SESSION. THE COUNCIL CONCLUDED THAT THE CREATION OF AN AFRICAN LABOR ORGANIZATION WOULD BE PREMATURE. IN MARCH 1975 IN LIBREVILLE, GABON, LIBYA AGAIN INTRODUCED THE ITEM INTO THE THIRTEENTH ORDINARY SESSION OF THE CONFERENCE OF AFRICAN LABOR MINISTERS. THE LIBYAN ARGUMENT AT THAT TIME FOR THE INTRODUCTION OF THIS ISSUE INTO THE AGENDA WAS THAT AN AFRICAN ORGANIZATION WAS NECESSARY FOR AFRICA TO PLAY "A MORE DYNAMIC AND COHESIVE ROLE

IN INTERNATIONAL COUNCILS DEALING WITH LABOR MATTERS."
IN THE FIRST SESSION OF THE OAU LABOR COMMISSION HELD
IN SIERRA LEONE IN JUNE 1976, THE LIBYANS ONCE AGAIN
DOGGEDLY INTRODUCED THIS ISSUE INTO THE AGENDA FOR
DISCUSSION. IT WAS DECIDED AT THAT CONFERENCE THAT
THE ISSUE SHOULD BE DEFERRED TO THE AGENDA OF
SUBSEQUENT MEETINGS.

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PAGE 01 TRIPOL 00594 02 OF 02 051527Z
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C O N F I D E N T I A L SECTION 2 OF 2 TRIPOLI 0594

DEPT PASS IO FOR PALMER; SIL DOR DALE GOOD
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AND LINSENMAYER

IT IS EVIDENT FROM THE CREATION OF A STUDY
GROUP AT THIS MOST RECENT CONFERENCE THAT THE LIBYANS
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PAGE 02 TRIPOL 00594 02 OF 02 051527Z

HAVE MADE PROGRESS IN THEIR DETERMINATION TO CREATE
THIS ORGANIZATION. WHEREAS, IN THE PAST, THE ISSUE
WAS DISMISSED AS REDUNDANT OR PREMATURE, THE LIBYANS
HAVE NOW MANAGED TO CREATE A STUDY GROUP. THEY WILL
UNDOUBTEDLY MAKE A CONCERTED EFFORT TO INFLUENCE
THE FINAL DECISION OF THIS GROUP. IN ALL PROBABILITY
THE LIBYANS WILL PROMISE TO FINANCE THE ORGANIZATION.
UP UNTIL NOW, THE LIBYANS HAVE MADE LITTLE PROGRESS
ON THIS ISSUE. YET, IF THERE IS A CONFRONTATION
DURING THE JUNE ILO GENERAL SESSION BETWEEN THE WEST
AND THE AFRICANS ON ARTICLE 17 AND THE IMPLEMENTATION
OF THE 1974 RESOLUTION CONDEMNING ISRAEL, THEN THE
AFRICANS WILL PROBABLY BE PERSUADED OF THE NEED FOR
THEIR OWN ORGANIZATION.

ARTICLE 17

THE REPORT OF THE AFRICAN MEMBERS OF THE GOVERNING
BODY OF THE ILO CLEARLY SUGGESTS THAT THE MAJORITY OF
THE DELEGATES ARE OPPOSED TO ANY UNILATERAL AMENDMENT
OF ARTICLE 17 OF THE RULES OF PROCEDURE OF THE
INTERNATIONAL LABOR CONFERENCE BY THE GOVERNING BODY.
DEBATE ON THE AMENDMENT OF ARTICLE 17, DURING THE
APRIL 25 CONFERENCE IN TRIPOLI, REFLECTED THE
CONSENSUS OF THE DELEGATES THAT ANY ATTEMPT TO AMEND
IT WOULD SUBORDINATE THE POWERS OF THE CONFERENCE
ITSELF TO THOSE OF THE GOVERNING BODY. THE DELEGATES
UNANIMOUSLY REQUESTED THAT CONSIDERATION OF THE
AMENDMENT OF ARTICLE 17 BY THE GOVERNING BODY BE
RETURNED TO THE STRUCTURE COMMISSION WHEN THIS ISSUE
IS DISCUSSED AT THE 63RD INTERNATIONAL LABOR
CONFERENCE. THIS MOVE EXPRESSED THE DELEGATES
REAFFIRMATION OF THEIR BELIEF THAT THE CONFERENCE IS
THE SUPREME BODY OF THE ILO.

STRUCTURE OF THE ILO.
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PAGE 03 TRIPOL 00594 02 OF 02 051527Z

THE REPORT OF THE ADMINISTRATIVE SECRETARY
GENERAL ON THE STRUCTURE OF THE ILO REFLECTED THE
NEGATIVE REACTION OF THE CONFERENCE PARTICIPANTS

TO WHAT THEY PERCEIVE AS THE ARBITRARY NATURE OF THE ORGANIZATION'S DECISION-MAKING PROCESS. IN THIS REGARD THE UNITED STATES CAME UNDER CRITICISM. THE REPORT ACCUSED IT OF FRUSTRATING THE WORK OF THE COMMITTEE ON STRUCTURE. THE REPORT ALSO CRITICIZED THE ALLEGEDLY ARBITRARY MANNER IN WHICH THE GOVERNING BODY CANCELLED A MEETING OF THE STRUCTURE COMMITTEE. THE UNITED STATES WAS ALSO CRITICIZED FOR "ATTEMPTING TO EMACIATE THE ILO BY BLACKMAILING AND THREATENING TO LEAVE THE ORGANIZATION OVER THE QUESTION OF THE EXPULSION OF ISRAEL."

THE POSITIONS TAKEN BY THE DELEGATES AT THE AFRICAN LABOR MINISTERS' CONFERENCE ON THE SUBSTANTIVE QUESTIONS OF THE CREATION OF AN AFRICAN LABOR ORGANIZATION, ARTICLE 17, AND THE STRUCTURE OF THE ILO CLEARLY SUGGEST THAT THE DELEGATES ARE IN A CONFRONTATIONAL FRAME OF MIND ON THESE ISSUES WHEN THEY ARE DISCUSSED AT THE ILO'S JUNE MEETING. THE AFRICAN CONFEREES REQUEST THAT OF THE ILO'S GOVERNING BODY PREPARE A REPORT STATING ITS INTENTIONS ON HUMAN RIGHTS ALSO APPEARS TO BE A MOVE DESIGNED TO GIVE THE AFRICAN AND ARAB RADICAL MEMBERS ADDITIONAL AMMUNITION FOR THIS CONFRONTATION.

SUFFICE TO SAY, THAT AS VIEWED FROM TRIPOLI, THE MOOD REFLECTED IN THE AFRICAN LABOR MINISTERS' CONFERENCE BODES ILL FOR THE FUTURE OF THE ILO. CARLE

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